



CITY OF HAYWARD
AGENDA REPORT

AGENDA DATE 04/20/04
AGENDA ITEM _____
WORK SESSION ITEM WS#2

TO: Mayor and City Council
FROM: City Manager
SUBJECT: Police Services Study

RECOMMENDATION:

It is recommended that the City Council review and comment on this report.

DISCUSSION:

As a result of the change in leadership in the department, it was determined that an assessment of the health of the organization would be conducted. This effort was initiated to ascertain from members of the department their views on what was working well, and what was not and therefore in need of attention. The accompanying document represents the results of this effort.

Information for the study was gathered through the use of a written survey, coupled with personal interviews with employees from throughout the department, both civilian and sworn. To state the obvious, the period in which the data was gathered was tumultuous. Yet, in spite of the controversy at the time, the level of participation in the survey was phenomenal. Indeed, approximately 250 individuals responded to some or all of the questions. This substantial level of participation underscores an important point: the men and women of the department care about what is going on in the department and what can be done to make it even better. Equally important, they care about serving the public.

While the document includes a lot of valuable information, and should be read in its entirety to fully appreciate its contents, a few themes emerged.

Survey results indicate that the vast majority of the workforce enjoys working in the department, and expressed a strong commitment to rendering quality service to the residents of this community. In the midst of the controversy, and public display of disagreements, it is easy to lose sight of this point. We cannot and should not forget that regardless of the issues that need attention, the men and women of the department desire to render the best service possible, day in and day out. During the difficult months of the recent past, and continuing to this day, the obligation to render quality service has been fulfilled. This has been evident in the fact that when a resident or a business owner called for assistance, particularly when seeking emergency assistance, someone responded. Whether it was an officer responding to a 9-1-1 call, or non-sworn personnel responding to less critical problems, service was not compromised.

With this commitment to service in mind, what did the study indicate needs attention? As I see it, three major areas surfaced: 1) Leadership, 2) Training, and 3) Resources.

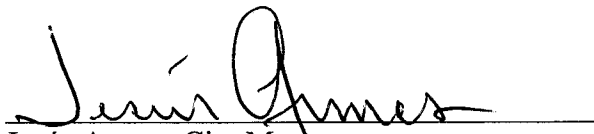
On the first point, recruitment is underway to select a new Chief. Based on the present recruitment schedule, a new Chief should be on board in the July/August time period. Once selected, that person will need to assess the present organizational structure of the department and determine if any modifications are in order. This study will serve as an excellent blue print in this determination. As noted in the study, there is a need to undertake some long-term planning, and the initiation of a strategic planning effort is essential in this regard.

Training is critical to the development of an employee's skill sets. Many of the responses indicated this has not received adequate attention or if it did, that it was not done on a consistent, on-going basis. Efforts are already underway to address this issue. Within current-day budget constraints, we are doing all we can to assure that the men and women of the department have the training that is needed to perform their duties. This is especially important in the sworn ranks inasmuch as turnover, largely due to retirements, in recent years has resulted in a relatively young department. Indeed, the majority of the officers have been with the department five years or less. The need for proper and on-going training is not limited to sworn personnel. Civilian members of the department are also in need of such assistance.

With regard to the matter of resources, this takes many forms, from having properly running vehicles, to having adequate facilities, to making sure that the operating systems that are in place are working properly. This last point is particularly critical in the area of technology. While we have already committed time and money to address the radio system, it will be necessary to direct similar attention to our records management system. I will address this further in the context of the upcoming budget.

At a personal level, I am heartened by the high level of participation in the survey. It represents a commitment to continue those things that are working well, and to fix those things that need to be fixed. While the identification of problems can be painful, it also can be liberating. Only by shedding light on the problems, can efforts be initiated to address them. We have initiated the formation of various working groups, involving labor and management, to tackle those problems that can be addressed in the short-term. Those of a long-term nature will be addressed upon the arrival of a new Chief. On this last point, funding is being requested from POST to support both team-building efforts and the development of a strategic plan. We are optimistic that such funding will be provided

To the men and women of the department who participated in this assessment, I express my appreciation and gratitude. In some instances, criticism is directed to my office. I accept this in the spirit it was offered and express my commitment to doing my part to improve the situation.



Jesús Armas, City Manager

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March 30, 2004

Mr. Jesus Armas, City Manager
City of Hayward
777 B Street
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RE: Police Services Study Report

Dear City Manager Armas:

We have enclosed for your review the final draft report of the Police Services Study prepared for the City of Hayward. As you know, **RGNC** has spent the last several months working with the agency in the development of the findings and recommendations contained within the document. During the course of the study over 55 individual interviews were performed, and over 250 agency personnel participated in the survey hosted on the firm's website. Additionally, a one-day goal setting session was held with members of the Investigative Division, and 2 separate presentations about the study were provided to the department.

It is important to note that the majority of the information contained within the report is based upon input provided by the above sources. Accordingly, most of the findings were developed from anecdotal data and perceptions of those interviewed or surveyed. Consequently, although **RGNC** remains confident that the findings and recommendations will be of value to the agency and to its new Police Chief, the report does not include an external assessment of the agency nor an evaluation based upon empirical data. The report does, however, recommend that the agency engage in a broader effort in the future, and develop a comprehensive strategic plan for policing the Hayward community.

In sum, **RGNC** would like to thank and compliment the outstanding men and women of the Hayward Police Department. Their dedication, candor and loyalty to the agency and profession were apparent throughout every stage of the project. All persons interviewed and surveyed demonstrated a passion for providing superior policing services to the community. Additionally, Interim Chief Dwyer and Susan Diaz were of invaluable assistance during the study. Moreover, Chief Dwyer and his excellent management team have already made significant progress addressing many of the recommendations contained within the report.

Lastly, thank you for your support and making it possible for us to work with such a fine police department. We look forward to meeting with you on Friday, April 9th, 2004 to discuss finalizing and distributing the study.

Sincerely,



Robert G. Norman

RGN Consulting

Police Services Study

City of Hayward Police Department



March 2004

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Summary of 11/5/03 Presentation

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II. Project Background

In October 2003 the City of Hayward contracted with **RGNC Consulting** (**RGNC**) to conduct a service audit of the Police Department. This audit was precipitated by the several factors resulting in the appointment of Patrick Dwyer as Interim Chief of Police. In addition to hiring Mr. Dwyer, City Manager Jesus Armas, wanted to establish an independent baseline assessment of the organization. Accordingly, the following study objectives were adopted:

- Evaluate the Department's current approach to providing police services to the community;
- Provide to the City a preliminary report detailing the findings and recommendations of the study;
- Facilitate the development of an action plan to respond to the study; and,
- Recommend to the City a course of action for the full implementation and evaluation of the identified strategies and actions.

This report will outline **RGNC's** findings and recommendations relative to a number of key areas. It will also serve as the basis for an action plan designed to assist the department in the implementation of the various recommendations.

III. Project Methodology

The proposal submitted to the City by **RGNC Consulting** suggested a 3-phase project.

- ❑ Phase 1 - Internal assessment of the Police Department;
- ❑ Phase 2 – Preparation of a report detailing findings and recommendations; and,
- ❑ Phase 3 – Development of an action plan

This report covers the work outlined in Phase 1 of the original proposal and also concludes the second phase of the project.

Initial work began on the study in November 2003. The consultant conducted multiple site visits, interviews, and reviewed several documents provided by the agency.

After meeting with the City Manager and Interim Police Chief to refine the details of the proposal, **RGNC** held a kick-off meeting with more than 60 department personnel to describe the major elements of the project. An overview of the presentation made to the attending employees is contained in Appendix I. Additionally, during the project, one-on-one interviews were held with over 55 police staff members. These stakeholders provided information about their background with the city, and were asked to provide the consultant an assessment of the Hayward Police Department (see Appendix II). **RGNC** also developed and placed on its company website a password protected survey for HPD employees. The survey sought input on customer service issues, management and supervision of the agency, job satisfaction level, and recommendations for improving the organization.

Chief Dwyer encouraged all personnel to avail themselves of the survey and indicated that employees could provide their names, or remain totally anonymous. Over the course of 2 weeks in November 2003 over 250 employees responded to the survey. The responses were sent directly to **RGNC**. A graphic analysis of the results of the 40-question instrument is included as Appendix III. Additionally, all of the unedited comments made to the 5 questions requiring a narrative response are included within the same appendix.

During the first phase, the City Manager and Chief Dwyer received periodic progress reports and preliminary recommendations; accordingly, the agency has already begun to address many of the findings contained in this document.

It is important to note that due to the scope of this study, the Findings and Recommendations are based upon information developed by internal interviews and survey responses, not necessarily empirical data. Accordingly, most of the observations have not been independently verified by a community assessment or a comprehensive review of documentation either confirming or refuting perceptions reported by Police Department employees.

III. Findings and Recommendations

A. General Findings

- 1) HPD is staffed with many long-time employees, several of whom were very young when they started with the agency as police explorers or working in other auxiliary assignments. Accordingly, for many staff members it is the only workplace they have ever known, often they look at the department as their extended family. This atmosphere has resulted in a high level of loyalty throughout the agency (refer to survey Q.25 – 81.4% agree).
- 2) It was also found that HPD has many dedicated and talented employees. The vast majority of those interviewed during the course of this study are clearly highly committed to the agency, and to the Hayward community. The department has, however, recently lost several talented and experienced supervisors and managers to retirement. Moreover, several others plan on leaving in the near future. Accordingly, many of the current staff members are, or will be, very new to their present jobs. Furthermore, due to these retirements and other job market changes, it was reported that most of the officers assigned to patrol have less than 3 years with the department. Additionally, little has been to prepare the agency and its personnel for these changes (refer to survey Q.30 Career Development – Over 70% either have no opinion or disagree).
- 3) Moreover, although the leadership of the agency was in disarray for at least the last couple of years, most interviewed and responses to the survey indicate that this dysfunction was mostly contained at the upper level of the Department, and the day-to-day operations were not significantly adversely impacted by these management problems. From the comments contained in the survey, most employees indicated that the department managers and front line supervisors performed their duties by keeping subordinate personnel focused and committed to their respective jobs (refer survey Q.3 – I am proud of the quality of service – over 73% agree).

- 4) It was also observed from comments and other professional sources that the department was for many years one of the foremost police agencies in the Bay Area. It was the first to initiate several very successful endeavors including its creation of a Youth and Family Services Unit, the National Accreditation Program and community policing.
- 5) It would appear that this past history has provided the agency a solid foundation, and significant community support. Although a community assessment was not part of this study, by all reports and appearances the department enjoys a good reputation and rapport with its citizens (refer to survey Q.4 Customer concerns get resolved quickly – over 62% agree and Q.7 HPD consistently provides excellent service – nearly 60% agree).
- 6) It was found, however, that very little innovation or effort to reassert its leadership role has taken place within the HPD for the last several years. Therefore, many of its practices, policies, attitudes, and services have begun to rust.
- 7) It was also found that the relationship between the Police Department and City Hall, most especially, the City Manager's Office, is strained. Many staff members and respondents to the survey expressed dissatisfaction and distrust due to the manner in which the former Police Chief departed. Furthermore, many quoted various statements made by the City Manager during the course of the above action that were perceived as threats or insults to the police management team. It would also appear that some of the ill feelings stem from the City Manager's decision to appoint someone from outside the agency as Interim Police Chief, rather than an insider.

Much of this tension appears to be based on the manner in which the matter was handled; that is, it having ended up a very public incident rather than it being resolved as an internal issue. Accordingly, due to a variety of factors, including the fact that California personnel law requires that privacy interests be protected in these cases, communications between the agency and City Hall were necessarily constrained. This lack of communications, however appropriate, has contributed to problems reported in the interviews and survey responses.

Moreover, many expressed that the general working relationship with most other city departments has been less than ideal for quite some time. It has been the practice of most police managers and supervisors to avoid contact with these external colleagues whenever possible.

Although recent events have colored the current relationship, it is important to note that the long-term history indicates a relatively stable and amicable environment. It was reported that generally all critical resource requests and labor contracts have been satisfied without considerable difficulty or acrimony.

B. Leadership, Management Control and Accountability

Findings

1) The Department has lacked leadership and vision for several years.

Most of the employees interviewed and surveyed reported that the agency has not done any long range planning or goal setting for quite some time. No one was able to articulate even one future goal for the organization other than to maintain the current level of service to the public (refer to survey Q.17 Management provides a clear picture as to where HPD is headed – 49% disagree/25% agree).

2) The agency has used the “Command Staff” model for guiding the day-to-day operations of the enterprise.

This format involved the Police Chief holding weekly meetings with select staff members to address operational issues. The members included the Deputy Chief, Administrative Manager, the 2 Captains, the Training/Planning Lieutenant, and the IA Lieutenant. Generally, other than at division level, no other staff meetings were regularly scheduled (refer to survey Q.10 Information flows openly between management and employees – 55% disagree, 27% agree).

3) It was found that many of the management control systems found in most organizations no longer exist within HPD.

It was reported that in most cases performance evaluations and reviews were not done in a timely or regular fashion. Many personnel advised that it has been at least 5 years since their last review. In response, Chief Dwyer directed that all personnel receive an evaluation by the end of 2003. It has also been reported that the majority of evaluations have now been completed. Most reported that the department’s policies and procedures are outdated and in most cases ignored. Additionally, many expressed frustration about the manner in which the budget is handled. Specifically, that no one watches purchases and expenditures, which leads from one crisis to the next. The same is true with the management of several grants administered by the agency. Other examples include that there are no case management or tracking systems in use by the agency; consequently, no one is monitoring city crime trends, arrest data or clearance rates.

- 4) Many reported that people and units are generally not held accountable for either lack of performance or inappropriate conduct.**

A common theme in the interviews and survey was accountability. The perception is that in most cases very little is done to hold people accountable for misbehavior or unethical conduct. Many reported that patrol officers are often held to a higher standard than other employees, especially supervisors and members of management (refer to survey Q.18 Management practices what they preach – 42% disagree/31% agree).

Recommendations

- 1) Although most reported that Chief Dwyer has brought a renewed sense of purpose and direction to the agency, it was the consensus that an interim leader has limited impact. Accordingly, once a permanent chief is hired, it is recommended that a vision for the agency be articulated as soon as possible. This report, and the assessment prepared by Chief Dwyer, should assist in the development of such a statement.**
- 2) A recommended approach to establishing goals and implementing actions in this report is to hold a team building workshop with key staff members. It has been 12 years since Hayward has held a POST Certified Team Building workshop. HPD should immediately apply to POST seeking funding for such a seminar. Once a new chief is hired, a planning workshop should be held as soon as practical. RGNC is a certified by POST to present such offerings and would be willing to assist the City in obtaining funding and designing the session.**
- 3) Additionally, it is recommended that the above seminar be used as a starting point for the development of a comprehensive strategic plan for the agency. Such an effort should address future directions for the agency and identify personnel, equipment and facility needs for the next 5 years. This process should involve all department employees. Furthermore, elected officials, community leaders and various other stakeholders should be invited to assist the HPD in the development of this important document.**

- 4) The "Command Staff" model limits the decision-making and management of the agency to a few leaders. It was found that there are many other talented managers throughout the organization that do not participate in these meetings. Consequently, their experience, energy and insights are not being fully utilized. Accordingly, it is recommended that in addition to the weekly Command Staff meetings, that monthly or quarterly staff meetings with all department managers also be held. These broader meeting should be regularly scheduled and an agenda should be distributed to all attendees prior the meeting. Moreover, results of the meeting should be documented and made available throughout the agency. During the course of this study, Chief Dwyer has initiated and held several of these meetings with all managers.
- 5) It is recommended that a full analysis of management control systems in place and not in place be conducted. Once these measures are identified a department-wide effort needs to be made to institute these controls. Such efforts should at minimum include annual performance evaluations for all personnel, establish expenditure review and control systems, implement a process for the review and updating of critical policies and procedures, and develop a process whereby managers regularly assess crime, clearance rates, and selected other community problems, develop response strategies, and are held accountable for solutions.
- 6) The belief that employees are not held accountable for their actions is pervasive throughout the organization. Many report that Chief Dwyer has sent some powerful messages that this is no longer the case. However, most see his actions as short lived. The next Police Chief needs to build upon this progress and make their performance expectations clear throughout the agency, and then ensure that all personnel are held accountable to these standards.

C. Staffing, Deployment, Use of Civilians, Organization Structure

Findings

- 1) Although an actual workload study was not performed as part of this project, it does appear that the Department is generally adequately staffed to provide its current level of service to the community.**

Most felt that, given economic realities, the number of officers and supervisors assigned to patrol are adequate (refer to survey Q.20 – I have the resources to do my job – 53% agree, 9% no opinion). There were questions regarding the efficient use of these resources that will be further addressed in the deployment and technology areas of this report. Many reported that the civilian support staff strength has not kept up with the number of sworn positions added over the last several years. Accordingly, many of the support units reported backlogs and overload. Examples of these include the Communications, Records, and Jail units. On the sworn side both Investigations and the Youth and Family Services Units report a need for additional investigators.

- 2) It is the consensus of all of the persons interviewed that HPD has excellent employees trying very hard to keep up with the increasing demands for police services.**

During the interviews most felt that their unit can keep up with the service demands; however, that as vacancies occur and positions get frozen, it is becoming increasingly more difficult to maintain a high level of service. It was found that in spite of these constraints the agency is still viewed as a good place to work by current employees. Further, most felt that the agency has dedicated, professional personnel doing the best they can under difficult circumstances.

- 3) HPD has done a good job in the use of civilian personnel throughout the organization; however, it appears that additional work needs to be done.**

As mentioned, it was found that in most cases the number of civilian support personnel has not kept pace with the increases in sworn positions. Moreover, several span of control and parity issues appear to exist within the civilian classifications. Additionally, most civilian personnel reported that there exists within the agency a prevailing attitude that sworn positions are more important to the overall mission of the agency. Furthermore, that there is disparity in the way civilian jobs and authority is handled as compared to the manner in which similar sworn assignments are treated. The vast majority of

personnel interviewed were supportive of assigning more paraprofessional type personnel to handle routine calls and reports.

4) The use and percentage of civilian personnel relative to the number of sworn is consistent with similar sized agencies.

The number of civilian personnel is similar to other departments. HPD, however, has a number of different classifications of these jobs throughout the agency. It was found that employment lists are maintained for each of these different classes, and when a vacancy occurs in one type of job, it often remains unfilled for an extended period of time before it can be filled; especially if there is a need to establish a new hiring list. Moreover, due to this specialty approach to jobs, little or no cross training occurs between these assignments. Furthermore, because of this structure, very few career ladders or promotional opportunities exist for civilian employees.

It was also found that many of these jobs have essentially the same minimum qualifications, pay structure, and job duties.

5) The current work schedule for the Patrol Division is a 3/12.5 shift. That is, each officer and sergeant work 3 twelve and a half hour days, and are then off for 4 days. Nine "payback" days are used for in-service training per year. Four of these days are designated by MOU to be for firearms and defense tactics training.

Seven separate teams of personnel provide the 24-hour, 7 day a week staffing. Five of the teams are staffed with 1 Lt., 2 Sergeants, and 13 officers. The day shift and overlap teams normally also have a Community Service Officer and a Crime Scene Technician assigned. The 2 overlap teams do not have a Lieutenant assigned. The officers are assigned to work one of the 9 beats throughout the City. A Police Captain manages the Patrol Division.

This is a relatively new schedule for the agency, although most of the patrol personnel assigned to this schedule indicate that they like the plan, many others indicated that since implementing the schedule some problems have been identified. Fatigue, lack of communications between teams, lack of commitment to the community, and issues related to follow-up and reporting were cited as some of the problems with the schedule. Additionally, some mentioned that the 12-hour configuration wastes resources since it is relatively inflexible when trying to assign officers based on peak activity periods and workload. Moreover, due to the nature of the shifts, often there is very little time to meet with oncoming or outgoing personnel.

In February 2004, several line level, patrol personnel were added to the interview schedule to further pursue this topic. All reported similar issues, however, most added that there were also significant benefits to the current model. Most especially liked the time off provided with the schedule. Moreover, most felt that it is good for both recruitment and retention. Additionally, most liked both the team concept and unity of command the current model affords.

6) It was reported that the Investigations Division is understaffed in the number of personnel assigned to both the investigative and youth services functions.

It was reported that the agency now has less detectives assigned to investigate crimes than in the past, yet there are more crimes and the work has become far more complex. Additionally, youth services and specialized units such as gangs and narcotics have suffered similar cuts over the years. Additionally, at this time, there is little case management done regarding cases assigned to the persons and property units of the bureau. It was reported that a computer software program has been purchased to track this type of information and solvability factors; however, it not currently installed or in use. Moreover, it was felt that a fingerprint identification system purchased by the City, COGENT, is currently underutilized.

HPD currently has a promotional position classified as Inspector. The majority of investigative positions assigned to the unit are this classification. This rank has been troublesome for the agency for a long time. Many report that in addition to it being viewed as a dead end job, it severely constrains the organization's ability to provide rotational and training opportunities to qualified personnel. Consequently, other divisions like patrol suffer due to a lack of transfer of experience and knowledge to their unit. Moreover, many of the sergeants promoted recently and into the future will not have had the opportunity to gain critical investigative experience in a rotational assignment. Furthermore, it has resulted in job stagnation and the development of cliques in the unit. Several of those interviewed and many survey respondents reported that this bureau is not functioning near its capacity, and needs some type of immediate intervention to improve performance.

It was also reported that management problems exist within the Youth and Family services unit, and that it also needs some attention to improve its working environment and overall performance.

7) The structure of the organization appears inadequate to address the current and future issues facing the agency.

The present structure has evolved over the last several years and, although working, is considerably less than ideal. The Deputy Chief configuration has raised several questions and is not seen as a viable option for an agency of Hayward's size. Consideration should be given to eliminating it and either replacing it with a Captain, or not replacing it, depending on other structural changes. The concept of maintaining a separate unit for Community Policing functions is another area for review. Most departments have mainstreamed these activities into other divisions. Additionally, there are a few units that have been placed under certain commands that should be changed. Examples of these are the Informational Services under Investigations, Property and Evidence unit under Investigations, and the Animal Control Bureau under Patrol.

In February 2004, Chief Dwyer made some temporary changes in the organizational structure, including some of the above recommendations. It is anticipated that the new police chief will further refine these changes and adopt a permanent structure that best suits the needs of the agency and community.

Recommendations

- 1.) The Police Department needs to revisit the workload analysis done in the past, and update it as appropriate. A Strategic Plan for the agency would be extremely helpful to the City Manager and City Council in the development of future service delivery decisions. Such a document should address present and future staffing needs of the agency. It should detail an incremental hiring strategy for the next several years, whereby the agency can attain an acceptable level of personnel to adequately provide police services to the changing Hayward community.**
- 2.) Many agencies have successfully employed civilians in other historically sworn positions like training, forgery/fraud investigations, and computer/identity theft investigations. In updating the above study, the agency needs to assess its current use of sworn officers in these positions and consider using civilians whenever possible. Typically, these civilian positions are a cost effective approach in providing police services and places more sworn officers in front line jobs.**

- 3.) The current Patrol schedule is one of many variations in use by similar sized police agencies. It is suggested that now that it has been in effect for a period of time, that the agency evaluate how it is working.

In order to best address the above recommendations, it is suggested that the Chief of Police form a joint labor/management task force to look at these issues. The mission of the group, mostly selected from the patrol division, would be to evaluate the current schedule and, if appropriate, to make recommendations to the Chief of Police on what types of changes would best serve the organization and the community.

One portion of such a study that was just completed by the agency realigned the old 8 beat plan and added a 9th beat to the deployment structure.

- 4.) It is recommended that the agency seek assistance from the Human Resources Department and the appropriate bargaining units to review the civilian positions within the department. The purpose of the study would be to consider increasing career development, career enrichment, and promotional opportunities for these employees. Many similar departments have found that the creation of fewer, more generalized classes provides increased flexibility, training, job satisfaction, career development and promotions for civilian.
- 5.) A more formalized case management and tracking system needs to be implemented within Investigations. Such a system should include the use of solvability factors and provide some mechanism for notifying reporting parties of the status of their case. Moreover, such a system should also provide automated clearance information to the supervisor and department managers.
- 6.) The fairly recently created position of Inspector needs to be evaluated. An analysis of how the current system is working and comparing it to how other similar sized agencies handle investigations needs to be conducted. Many agencies have successfully implemented programs with Police Agent or Corporal ranks that are equivalent to a step above a Police Officer, and below a full-time supervisor. The most effective of these programs utilize these ranks as generalist type positions working one of several specialized rotationally assignments throughout the organization..

It would appear that a program similar to this would be of benefit to the HPD. Any such program would require a change in the current MOU. Accordingly, it is recommended that the Chief Dwyer initiate discussions with the POA to evaluate the effectiveness of this position, and to develop appropriate recommendations.

- 7) It is recommended that a one-day retreat be held with the members of the Investigative Unit after the first of the year to identify future goals and to establish performance expectations for assigned personnel. *RGNC* did design and facilitate such a session with the unit. The workshop was held on February 24, 2004. The results of the meeting are included within this report under Appendix IV.
- 7.) An evaluation of the management and performance of the Youth and Family Services needs to be initiated by the Chief of Police. Several comments throughout the study point to the need for such an analysis.
- 8.) The current organizational structure is less than adequate, and some changes are recommended. The most important changes are the elimination of the Deputy Chief and Inspector positions. The Community Policing efforts should be integrated within appropriate units of the agency. Additionally, the other units mentioned in the findings section of this report should also be included within the Support or Administrative Services divisions of the Department.
- 9.) Community policing and problem solving needs to be implemented throughout the department, and not performed by a select few. Such an effort is neither a program nor a one-time event. It is a sustained service philosophy that must be formally initiated and maintained.
- 10.) The department needs to look at how calls for police services can best be handled. Moreover, it needs to develop systems that regularly inform victims and reporting parties of the status of their cases and investigations.

D. Communications Center, Records Bureau, Crime Analysis

Findings

- 1) The Communications Center dispatches about 30,000 calls per month. Although call volume has increased, it appears that staffing has not. With the advent of Enhanced 911, whereby cellular calls formerly going to CHP, may be directed to the Hayward Public Safety Communications Center, staffing levels will become even more critical in the future.
- 2) Many patrol personnel complained about radio equipment and "dead spots" throughout the City. It would appear that the overall radio system and equipment is close to the end of its usable life and will need to be replaced in the near term. It was also found that the City has set aside over 2 million dollars to address this issue.
- 3) It was also reported that the Records Bureau is understaffed. The current operation is staffed 24/7 with the same number of employees authorized several years ago. The automated Records Management System (RMS), addressed in greater detail in the Technology section of this report, generates considerably more work and paper than previous systems. It is reported that records staff generally keeps up with the mission critical processing of arrest reports and paperwork; however, the filing of routine work is approximately 3 to 4 weeks behind.
- 4) It was also reported that the current RMS software does not provide the data to satisfy the monthly UCR reporting requirements for the Department of Justice. The Records Supervisor currently manually tabulates this data monthly in the same fashion the information was collected more than 15 years ago.
- 5) The Crime Analysis position is currently vacant. The Chief of Police has recently been authorized to fill the position. This vacancy, combined with technology issues, has resulted in the total lack of crime analysis information for the agency. Officers and Investigators have little or no data about crime trends and offense data. Therefore, crime prevention, selective enforcement and apprehension efforts suffer accordingly.

Recommendations

- 1) It recommended that workload studies be conducted for both the Communications and Records units. The impact of adopting E-911 needs to be assessed. Additionally, economies in the Records Unit need to be

identified and implemented when appropriate. One example that is currently underway is reducing the hours the Record Bureau is open from 24/7, to hours that still accommodate the majority of the public inquires. Other efforts that eliminate unnecessary paperwork and filing would also assist the unit.

- 2) With respect to the present radio problems, it is recommended that a propagation study be conducted on the radio system. The dead spots are of concern for officer safety and need to be mitigated before a critical incident occurs. It is possible that the addition of a higher antenna or voters installed within the problem areas would boost radio coverage and allow dispatchers and field officers to communicate at all times, regardless of where they are in the field. In the planning stages for the replacement of the current equipment, it is recommended that a shared radio system with allied agencies be considered for both fire and police. An RFP for this project has been distributed and 6 possible vendors have been identified.

In addition to money the City has already earmarked for this project, Homeland Security Grants may also be available to assist in the funding of such an upgrade, especially if it is designed to interface with other first response agencies.

- 3) As the Chief of Police reinstates the Crime Analysis Unit, it is recommended that goals and guidelines be developed for its operations. The current state seriously detracts from the crime fighting abilities of the Department. Although many report that the former unit was not overly effective, available technology combined with skilled personnel have been extremely effective in similar sized agencies.
- 4) It is also recommended that both the Records and Communications Units work with the IS staff to identify ways to automate and streamline several of the current time consuming operations. Examples include the population of RMS fields through the PRC Computer Aided Dispatch System (CAD), the reduction of duplicate or unnecessary paperwork in Records, and the automation of UCR reporting.

E. Special Assignments, Promotions, Career/Professional Development, Succession Planning

Findings

- 1) It was found that there are various specialized assignments within the agency, most are rotational, and the Chief of Police appoints all. This practice does provide career development opportunities for officers and sergeants**

Examples of these positions include detectives, traffic, K-9 handler, SWAT, etc. Most personnel interviewed support the rotational concept for special assignments within the department. Most reported that the criteria used in the selection process for filling vacancies, prerequisite training, education or experience candidates should have before applying for such an assignments has been both nebulous and unclear. Many reported that the current Inspector classification limits the number of available special assignments to the detriment of the agency. Additionally, it was reported that many felt these assignments have in the past been filled through favoritism rather than merit.

- 2) The promotional process is an important part of all organizations. Several promotions have recently taken place within the agency. Additionally, many reported dissatisfaction with the process used in the most recent promotional exams.**

It was the general sense of those interviewed that in the past there has been very little planning and consistency associated with the promotional process. Many also commented that past exams have not always resulted in the selection of qualified candidates. The majority indicated that this last round of tests were fraught with problems. Most felt that rather than being an objective process as originally reported, the exams became an exercise in cronyism. Lots of individuals reported being frustrated and upset with it. Moreover, the idea of listing the candidates alphabetically without ranking of scores exacerbated the level of dissatisfaction.

Chief Dwyer, upon learning about the above, froze the eligibility lists and formed a joint task force to review the process and to make recommendations for future examinations. Most indicated support for this decision and are awaiting the results of the effort. Most also indicated a desire for the agency to establish and publish specific criteria for both future promotions and rotational special assignments. The new jointly developed policy was adopted and distributed as a general order in March 2004.

- 3) No significant career preparation or personal development efforts have been undertaken by the agency. Although the City affords the employees several benefits in this general area, the agency has not developed any formalized, organized system for guiding and encouraging staff to prepare for future assignments and/or promotions**

It was found that most of the employees, both sworn and civilian have had little or no guidance in developing long-range career and personal development goals. Although the City provides a rather liberal tuition reimbursement program for personnel and other related benefits, there exists no systematic process within the agency or within its culture to assist and encourage staff to participate in these programs. Furthermore, little or no organized efforts have been initiated to provide employees' career counseling or assistance. In fact, the majority of people contacted stated that the agency has for the last several years discouraged supervisors and managers from pursuing upper level college degrees, attending the Supervisor Leadership Institute, enrolling in the POST Command College, or submitting for admission to the FBI Academy.

In late 2003 Chief Dwyer did authorize and endorse attendance at the FBI Academy by one Police Captain. The FBI has notified that Captain that he will be attending the training during 2004.

- 4) Succession Planning within the agency has been non-existent. The recent retirement of several top staff members underscore this finding; in that none of the individuals ultimately promoted to fill the positions felt prepared for their new roles within the organization. Moreover, when looking into the future, given the changing demographics, attitudes of new workers entering the workforce, and recently approved enhanced retirement packages, this issue becomes more critical than ever.**

All of the persons interviewed indicated that little or no succession planning has taken place within the agency. In fact, most said that this has been a long-term issue, and, whether intentional or not, it has become part of the agency's culture not to prepare people for their new jobs. Most current managers have had little experience working with elected officials, other city departments, community groups, or administrative tasks, like budgeting. It would appear that in the previous administration these were closely guarded activities and not shared with subordinates. Moreover, this attitude has affected all levels of the agency, sworn and civilian. When persons are promoted or transferred to a new assignment, very little time, if any, is devoted to preparing the employees for their new duties.

Recommendations

- 1) Specialized assignments provide the agency and City with services and expertise that are not always available to Police Departments. They also serve to provide employees both a higher level of expertise and enhanced job satisfaction. Many of the persons interviewed provide specific talents and duties to the agency. Examples of these assignments include SWAT, Traffic, K-9, Detectives, Hostage Negotiations, School Resource Officers, etc. These services are important; however, training and scheduling commitments associated with these jobs are considerable. Accordingly, each such position reduces the number of hours that officers can be assigned to perform general patrol duties and/or other problem solving activities. Therefore, it is recommended that the agency perform a comprehensive review of each of these assignments and to consciously determine the need for each in relation to the Patrol Division workload.**
- 2) It is also recommended, for purposes of career development, all of the remaining specialized positions within the agency for all personnel be identified and placed on a rotational schedule. This rotation process and the dates for each of the transfers should be published and available for staff and employee review. This policy should also outline the process and criteria to be used to fill future vacancies. Also, a list of desired skills, training, and related experience should be prepared for each of the assignments. This process would allow both the training unit and individual employees to prepare for upcoming opportunities and assignments.**
- 3) The department needs to review all of sworn and civilian jobs within the agency. All job descriptions and minimum requirements for the classifications need to be updated. In concert with this review, the promotional process that will be used to fill each of these positions should be identified. Once completed, the information on all of the positions, the minimum requirements, and the promotional process that will be used to fill them should be published and readily accessible to all personnel. The newly established general order addresses the majority of these issues.**
- 4) A comprehensive training plan needs to be developed by the agency. This effort would include interviewing all employees and identifying their individual career goals. Further, the plan would then integrate the department's needs with those of its employees. Moreover, the report should have a planning horizon of at least 2 years. Training staff should then advise each employee of their individualized training program for the next 24 months. Additionally, it should also be designed so that all training maximizes the use of local resources and courses, rather than sending personnel throughout the state for such classes.**

- 5) **The incoming Chief of Police will need to articulate his/her commitment to succession planning and mentoring. As part of these efforts, each staff member should be regularly evaluated on his/her success in developing subordinate staff to assume their position. One of the first expectations of each newly appointed staff member should be that they immediately begin mentoring at least one employee to replace them.**

F. Police Administration, Training, and Office of Ethical Standards

Findings

- 1) **The general administration of the agency has suffered over the last few years and is currently undergoing significant changes due to the recent promotions.**

It would appear that over the last several years the general management of the department has been in more of a maintenance or housekeeping mode, rather than any type of proactive innovation or leadership. It has suffered stagnation and in some areas regression. It was reported that new programs initiated were not sustained and little or no follow up occurred. Serious accountability issues existed in that very few people were held accountable for their performance. Fortunately, most employees hired and promoted by the agency have been somewhat self-directed and done an acceptable job without significant supervision or feedback. Moreover, all reported a need for someone to lead the agency and to establish a vision and goals for the department. Also, once a direction is established, most indicated that employees must be held accountable for their performance. Additionally, due to the recent promotions, most ranks lack any role clarity on their responsibilities and the department's expectations for the position. Many recently promoted staff members indicated a reluctance to act on some matters due to this situation.

These weaknesses were identified in both the survey and interviews. In the survey the words "management" and "supervision" were used in several of the questions. Both of these words are broad and include several people and job classifications. Accordingly, it is somewhat difficult from the numerical results to fix responsibility for these issues. However, based on comments made in the survey and interviews, the lack of leadership and direction primarily rested with the Police Chief.

Most stated that the new Police Chief must be a leader. That he/she should articulate a vision, set high standards, be visible within the agency, and hold people accountable for their performance and behavior.

2) Managing liability issues and press relations was another area of concern.

It was reported that several civil liability issues have surfaced in the past and that these cases need to be better managed in the future. Moreover, that at times confusion exists regarding information released to the press and that some training needs to take place in both areas.

3) Policy and Procedures for the department are updated as needed, but little effort is extended in providing any type of regular review of these guidelines.

Most reported that when a crisis occurs or a law changes and someone becomes aware of it, policies and procedures are revised. Although the Office of Ethical Standards is charged with updating and maintaining the manual, the reality is that internal investigations take precedence. Consequently, due to workload issues, this is not being done.

4) Due to lack of clarity of roles and the accountability issues mentioned earlier, there is a sense that different employees are held to different standards.

Sergeants individually reported frequent inconsistencies among themselves. patrol officers further echoed these differences. In light of the existing patrol schedule, where teams are independent from one another, and many times do not even see one another during the course of a rotation, it is at times like several different departments. Accordingly, "supervisor shopping" often occurs when officers select their upcoming shifts and patrol teams. These inconsistencies tend to adversely impact productivity and morale. Moreover, at times, the quality of police reports and investigations also reflects these inconsistencies.

Additionally, it was reported that line level personnel are held to a higher standard of accountability than supervisors and managers.

5) The training function of the police department appears to be somewhat hit and miss. Most reported that they were not satisfied with the level and quality training being provided.

As mentioned earlier in this report, there does appear to be a lack of long range planning in regards to training. In many instances it would seem that some of the training has been provided based on location of the training course rather than the overall benefit to either the employee or the agency. That is, sometimes departments use training to reward certain officers by sending them away to training that is being held in a sought after location rather than focus on the content or practicality of the training being provided.

Moreover, it would appear that some of the courses used that required travel,

could have been attended at a local venue. Additionally, there is a perception that only the “chosen few” are sent to quality training courses.

It was also mentioned that the “payback” days do provide for 9 training days per year; however, the current requirement in the MOU for firearms and defensive tactics training has had an adverse impact on the overall types and variety of courses being offered to the Department.

6) The Office of Ethical Standards conducts internal investigations, maintains the policy and procedures, and performs risk management functions for the agency.

It would appear that due to the workload associated with the management of the internal investigations the unit is unable to spend much time on the other 2 areas associated with the unit. It was reported that the recent filling of a vacant Inspector position within the unit will ease this problem.

Recommendations

- 1) It is recommended that a resolution to the status of the former Police Chief occur as soon as possible, and that a new permanent Police Chief be appointed. The City Manager has taken several steps to address this issue. A final disposition regarding the employment status of the former Police Chief is imminent, and recruitment for his replacement has begun. Advertisements to fill the position have been distributed. The vacancy will also be promoted on the California Police Chiefs Association website.**

Moreover, the City Manager is conferring with various stakeholders to identify characteristics and qualifications that would best suit the City in the selection of its next Chief. Based upon the findings of this report, some of the most important qualities would include outstanding credentials, a track record of success, personal integrity, vision, commitment, energy, decisiveness, have a community orientation and excellent communications skills. Additionally, it is estimated that it will take a commitment of at least 5 years for the new leader to be effective in fully implementing some of the cultural changes recommended in this report.

- 2) The new Police Chief will need to send a message to the agency that it is no longer business as usual. That he/she has a vision of excellence for the department and that a high standard will be set and adhered to throughout the organization. Moreover, supervisory and management staff need to know that they will be supported for doing the same, and disciplined for not following these dictates. Training courses are available to assist the agency in this area; RGNC can assist the department in locating an appropriate source for such a presentation.**

- 3) Supervisory and management staff should be provided training on the topic of the handling of high liability incidents. There are several courses available from ABAG, or various law firms that specialize in representing cities in these types of cases. Once again, RGNC can assist the City in the identification of an appropriate provider and course material. Additionally, the department needs to review its press policy and consider training several people on the role of a PIO in a police agency
- 4) The department must develop a systematic approach for updating and training personnel on the agency's policy and procedures manual. A matrix concept used by several legal experts recommends that High Liability/High Frequency type incident policies be reviewed and shared with personnel at least annually. Additionally, it is recommended that these types of cases be color coded in the policy manual to distinguish them as priority policies. Lastly, a process for updating the manual must be developed that permits a timely and orderly review of recommended changes.
- 5) Both role clarification and consistency amongst supervisors should be included as an important element in any upcoming Team Building Workshop (the first such workshop since 1992). At such a session, a significant part of the workshop would be devoted to ensuring that all personnel understand their duties and the duties of both their superiors and subordinates. Further, the staff should also decide on how the agency will hold people accountable to the established expectations.
- 6) The Office of Ethical Standards needs to continue to treat internal investigations as a priority. However, the areas of policy review and risk management are also important agency functions.

Accordingly, efforts to reduce the workload associated with internal investigations may be helpful to the organization. Consequently, any changes that would streamline the system without reducing the quality of work should be considered. One example may be that certain types of complaints, those that if founded would result in less than a suspension, be investigated by the first line supervisor, rather than sent to OES for a full-scale review.

G. Technology, Equipment, Facilities

Findings

- 1) **Most all of the people interviewed and surveyed were of the opinion that HPD is far behind other agencies relative to technology.**

It was found that several years ago the Department elected to purchase a variety of software modules from ORION systems. The primary package currently in use is the Records Management System (RMS). The Investigations, "Spotlight", Mapping, and Property modules have not been implemented. There is widespread dissatisfaction with this software. HPD was reported to be a "Beta Site" for the vendor, and many of the promised applications and solutions have not been realized.

It was reported that this system would result in the agency becoming paperless; however, users in the field and records report that it has had the opposite effect. Records indicate that it creates so much paper that they are running out of filing space for the documents. The field force reports that the data input requirements are onerous and require officers to spend an exorbitant amount of time in the station, rather than patrolling the streets.

All report that some progress has been made since the hiring of Wayne Heimsoth, IS Manager; however, most believe the system is moribund. Furthermore, although IS indicates that Management Information Reports can be generated for staff review, by a process called Crystal Reporting, staff members interviewed and responding to the survey report that the system provides them no usable data for management control or crime analysis.

The Computer Aided Dispatch (CAD) software was developed by PRC. It is also reported to be close to the end of its useful life. Radio problems and recommended actions have already been addressed earlier in this report.

In general, the HPD has been slow to acquire and implement all technology. Several people interviewed indicated that it is only within the last 2 years that they have been provided access to email.

- 2) **The police building and the supporting land appeared generally adequate for the department.**

Although somewhat dated, the general design and use of space within the police facility appear to be adequate. There are some deferred maintenance issues that make several areas within the building look old and worn.

- 3) **The appearance and condition of the police vehicles was an area of concern raised in the interviews and survey.**

It was reported that marked, patrol cars remain a problem for the agency. Many reported that the appearance of most of the cars are poor and present a less than ideal image to the public. Additionally, several employees reported that the cars are not mechanically reliable and also not maintained well. On one weekend in late November it was reported that 9 cars were in the shop and not available for patrol. Consequently, officers needed to double up for several shifts.

Recommendations

- 1) **As mentioned, the CAD, RMS and Radio systems are all in need of replacement. Although it is somewhat unfortunate that all 3 have come to the end of their usefulness at the same time, it is also a tremendous opportunity for the City to acquire systems that are fully integrated both internally and externally. To be able to communicate with one another, and other first responders throughout Alameda County, will significantly improve public safety. To be able to exchange crime data and other related reports with other policing agencies will further the Department's crime fighting efforts. Accordingly, in all stages of the procurement process, interoperability of the systems both internally and externally should remain a critical priority.**
- 2) **The CAD/RMS and general technology development for the HPD has fallen behind similar agencies. The hiring of the IS Manager has helped the Department; however, significant work still needs to be done. It is recommended that the Police Chief immediately form a standing committee to address current and future technology issues. This group should meet regularly and begin by performing a full assessment of the present systems. Additionally, it should develop goals and timelines for resolving the major issues identified in the assessment. Lastly, once the current assessment and plan is completed, it should be involved in evaluating all future upgrades and technology acquisitions.**

The committee should report directly to the Police Chief. Its work should be documented with regular agendas and minutes. The results of the meetings should be distributed throughout the agency. It is suggested that the composition of the committee include volunteers representing a cross section and diagonal slice of the organization. It should also include the IS Manager, his staff, IS representatives from City Hall, and fire. This multi-disciplinary task force should be provided sufficient support to perform various functions including site visits to other agencies, surveys, and any other duties associated with its mission.

Lastly, if the committee finds opportunities to acquire systems that will interface with other county law enforcement agencies, with a goal of developing interagency data-sharing agreements, some Homeland Security grants may be available for procuring the software and equipment.

- 3) The current vehicle replacement and maintenance program for police vehicles needs to be revisited. It is recommended that the Police Chief select a patrol lieutenant to be assigned the task of forming an ad hoc committee of patrol officers and sergeants to assess the current situation and to prepare a report recommending appropriate changes. The committee should be provided a maximum of 90 days to complete the analysis and report.**

IV. Summary

In summary, it is important to note that this study is about perceptions and is merely a snapshot in time. It has not been a performance audit based upon empirical data. It has been an assessment and compilation of the "points of view" of the employees of the agency. Additionally, if one major need emerges from the report, it should be that of improving communications, both internal and external. Clearly, several factors have contributed to a breakdown in the way information has been shared and dispersed. The City and the Police Department must engage in a unilateral effort to improve upon the way information is conveyed and used within Hayward. Unused technologies and systems for keeping all stakeholders informed of critical data must be explored and used. Chief Dwyer has opened up many of these channels during his tenure; his efforts have been recognized and appreciated by the agency (refer to Q.1 of the survey – 70% of respondents indicate his hiring has had a positive influence on the organization).

The Hayward Police Department is a well-respected police agency and is generally viewed by employees as an excellent place to work (refer Q.25 of the survey – 81.4% have a strong sense of loyalty to the agency and Q.26 – Where over 83% indicated they were very satisfied with their job). It is staffed with a multitude of caring, committed and talented employees that spent significant time and effort responding to the survey designed to improve the organization (even with the issues reported in this study, nearly 64% of the respondents indicated they would recommend the department to others as a good place to work, Q.28). Consequently, after dealing with some difficult management issues over the past few years, the agency appears to be poised to regain its leadership position in Bay Area law enforcement.

Generally, the quality of personnel, equipment, and facilities appear to be above average, and the level of community support is high. There are, however, critical problems within the organization that need to be addressed. Chief Dwyer has started to work on several of the issues and has made considerable progress; however, as an interim employee he will only have a limited impact on them. Permanent solutions to the issues of leadership, accountability, personnel practices, technology, and the organizational structure will need to be forged before the agency loses more personnel and community support.

The City must, therefore, quickly put the past problems to rest, and select a new, permanent Police Chief. The new leader should exhibit commitment to the community and agency, be a visionary, and have excellent credentials and integrity, be decisive, be a good communicator, and be willing to hold staff accountable for their actions and performance. It is highly recommended that once a new chief is hired, both a team building workshop and a strategic planning be initiated.

It was also reported that a similar study was conducted with the HPD about 5 years ago and the results were never shared with the Department. Many personnel expressed dissatisfaction with the way that project was handled. Accordingly, at the request of City Manager Armas and Police Chief Dwyer, a briefing for all interested personnel was held with the consultant and the agency on March 3, 2004. At the session all participants were advised of the general findings and recommendations contained within this report. As a follow-up to the department briefing, it is also recommend that the final report, once approved, be made available to all employees.

After staff review and discussion, department managers should be charged with discussing the findings and recommendations as they apply to their work unit with their respective employees. These meetings should focus on what can be done to improve the unit's operations and the development of short-term goals for the division. A similar workshop was held with the Investigations Division on February 24, 2004. They have developed an action plan to address several critical issues within the next six months.

It is further recommended that after the staff members have had the opportunity to review this report with the new police chief, the consultant return to complete phase three of this project, the Action Plan. The consultant will facilitate a meeting and develop an action plan addressing the various recommendations contained within this report. The plan will establish timelines and responsibilities for the completion of various assignments. The plan will then be distributed throughout the organization.


Additionally, as mentioned earlier, a full team building workshop involving supervisors and managers should occur shortly after the appointment of the new Police Chief.

The foregoing police services study has been performed to provide both the agency and the City a roadmap for the future. *RGNC* remains confident that by adopting the recommendations contained within this report, the Hayward Police Department will once again advance to the top of its profession.

Appendix I

RGN Consulting

Hayward Police Department Police Services Study




11/5/2003 RGN Consulting 1

Kick-Off Meetings

- Meeting with City Manager and Police Chief
- Group meeting with Key Staff
- Meeting with labor boards
- Purpose of meetings to provide overview of project

11/5/2003 RGN Consulting 4

RGN Consulting




- Primary Consultant – Bob Norman
- Over 35 years of policing experience, LASO, Ridgecrest PD, Foster City PD. Twenty-two years as Police Chief
- Over 20 years of consulting experience providing strategic planning, organizational development, and an array of other services to a multitude of cities, counties and state agencies

11/5/2003 RGN Consulting 2

Interviews


- Individual interviews will be held with Key Staff members and selected departmental personnel
- Focus will be on gaining input into current state of organization, and recommendations for the future



11/5/2003 RGN Consulting

Project Overview

- Kick-Off
- Interviews
- Department Survey
- Data Gathering and Review
- Findings and Recommendations



11/5/2003 RGN Consulting 3

Department Survey

- A survey designed to assess the organizational health of the HPD will be developed
- All employees will be encouraged to participate in the survey
- Although personnel will be asked to identify themselves, respondents may choose to remain anonymous
- During the drafting of the survey, all staff members are being asked to assist RGNC in its development.
- RGNC would appreciate any suggestions on format and/or questions to be asked during the process.

11/5/2003 RGN Consulting 6

Department Survey

- <http://www.surveymonkey.com/s.asp?u=39400305793>

11/5/2003 RGN Consulting 7

Schedule

- RGNC proposes that the project will be completed in the next 60 days.

May Jun Jul Aug Sep Oct Nov Dec

11/5/2003 RGN Consulting 10

Data Gathering and Review

- During the course of the study RGNC will collect various documents and information about the HPD
- This information will be used in conjunction with data from the survey and interviews in the development of the final report
- Department members will be asked to assist RGNC in assembling this information

11/5/2003 RGN Consulting 8

Future Trends

- Definition of Trends
- What will be top trends impacting HPD over the next 5 years
- Group Exercise
- Group Reports
- Top 5 Trends

11/5/2003 RGN Consulting 11

Findings and Recommendations

Current State >>>> Future State

- A report summarizing the findings of the study, and a series of recommendations will be prepared and submitted to the City Manager and Police Chief for their review and action

11/5/2003 RGN Consulting 9

A Partnership has been formed

- Hayward has joined with the very best!

11/5/2003 RGN Consulting 12

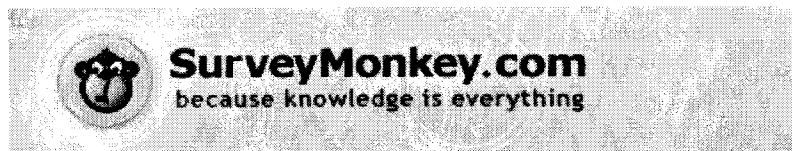
Appendix II

**Hayward PD Interviews
February 2004**

Jesus Armas
Greg Armes
Kevin Atkins
Tony Bartholomew
Pam Bell
Larry Bird
Sheryl Boykins
Stan Brandon
Gary Branson
Desi Calzada
Rick Camara
Alex Cardes
Bob Coffey
Bernie Cunha'
James Denholm
Susan Diaz
Gerry Dinneen
Pat Dwyer
Lori Ferreyra
Ken Forkus
Lance Frederick
Ken Hedrick
Wayne Heimsoth
Mona Hernandez
Marva Hickman
Mike Hopfe
Feliza Jakub
Rodney Johnson
Mark Koller

Bobbie Koller
John Lage
Reid Lindblom
Don Lindley
Lloyd Lowe
Jean Luevano
Anne Madrid
Darryl McAllister
Mark Mosier
Lloyd Myers
Chris Orrey
Bob Palermini
John Paul Gulmaraes
Tom Perry
Ruben Pola
Phil Ribera
Tom Rodriques
Paul Sanchez
Felicia Sandoval
Steve Schwartz
Mike Sorensen
Mark Stuart
Raul Valdivia
Cindy Waters
Robert Weldon
Kendell Won
Art Wydler

Appendix III

[Home](#)[New Survey](#)[My Surveys](#)[List Management](#)[My Account](#)[Help Center](#)

Monday, December 01, 2003

Results Summary

[Show All Pages and Questions](#)[Export...](#)[View Detail >>](#)

Filter Results

To analyze a subset of your data, you can create one or more filters.

[Add Filter...](#)

Total: 258

Visible: 258

Share Results

Your results can be shared with others, without giving access to your account.

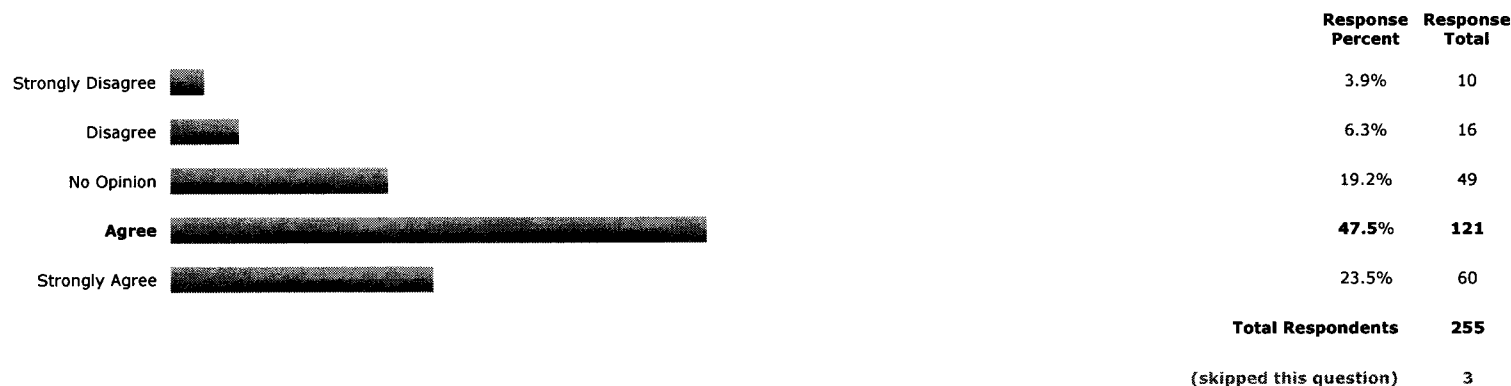
[Configure...](#)

Status: Enabled

Reports: Summary and Detail

1. Survey Overview

1. The recent hiring of an Interim Police Chief has had a positive influence on the HPD.

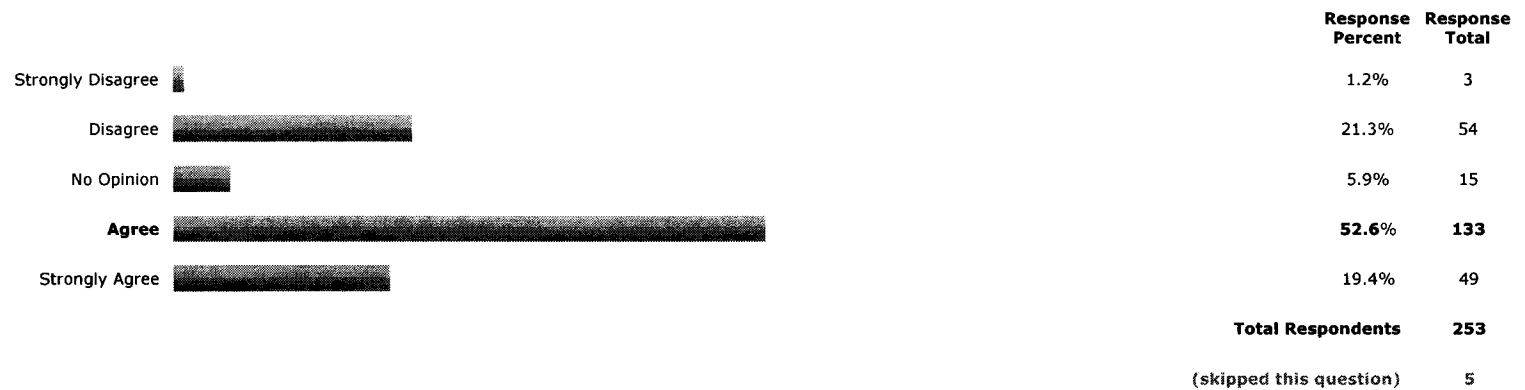


2. Examples of results of these changes include:

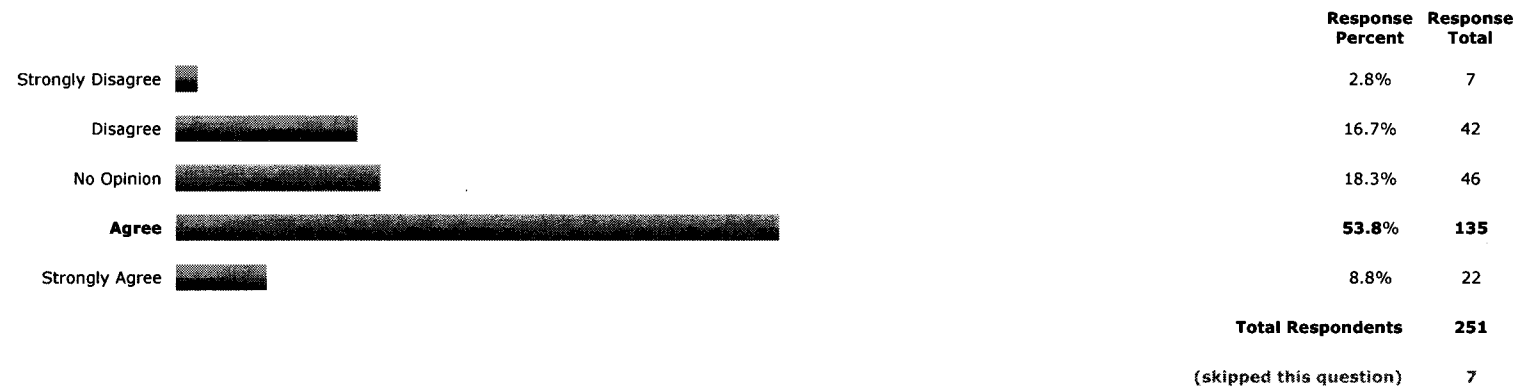
View	Total Respondents	170
	(skipped this question)	88

2. Customer Orientation

3. I am proud of the quality of the services the HPD provides to its customers.



4. Customer concerns get resolved quickly.



5. Day-to-day decisions demonstrate that quality is a top priority.



Total Respondents 253
(skipped this question) 5

6. The HPD practices its stated values.



7. The HPD consistently provides excellent customer services.



8. Any other comments or recommendations about customer service?

View **Total Respondents** 129
(skipped this question) 129

3. Management Practices

9. Management informs me about issues that are important.



10. Information flows openly between management and employees.



11. Policies and procedures are explained adequately.



(skipped this question)

14

12. Employees are treated fairly regardless of gender or race.


	Response Percent	Response Total
Strongly Disagree	10.2%	25
Disagree	15.4%	38
No Opinion	18.7%	46
Agree	36.6%	90
Strongly Agree	19.5%	48
Total Respondents		246
(skipped this question)		12

13. My supervisor involves me in decisions that affect my work.

	Response Percent	Response Total
Strongly Disagree	11%	27
Disagree	15.1%	37
No Opinion	11.4%	28
Agree	40.8%	100
Strongly Agree	21.6%	53
Total Respondents		245
(skipped this question)		13

14. HPD provides ample opportunity and training for me to upgrade my skills.

	Response Percent	Response Total
Strongly Disagree	16.3%	40
Disagree	29.7%	73
No Opinion	10.6%	26
Agree	32.5%	80


Strongly Agree 

11% 27

Total Respondents 246

(skipped this question) 12

15. I trust the leadership of this department.

Strongly Disagree **Response
Percent Response
Total**


13.1% 32

Disagree 

13.9% 34

No Opinion 

19.7% 48


Agree **41.8% 102**Strongly Agree 

11.5% 28

Total Respondents 244

(skipped this question) 14


16. Teamwork and cooperation are encouraged by my supervisor.

Strongly Disagree **Response
Percent Response
Total**

10.6% 26

Disagree 

8.9% 22

No Opinion 

8.5% 21


Agree **42.3% 104**Strongly Agree 

29.7% 73

Total Respondents 246

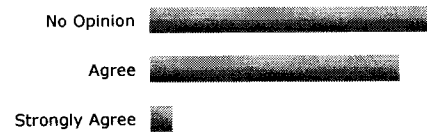
(skipped this question) 12

17. Management provides a clear picture of where the department is headed.

Strongly Disagree **Response
Percent Response
Total**

13.6% 33

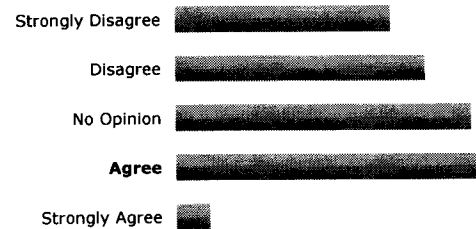
Disagree **35.8% 87**



25.5%	62
22.2%	54
2.9%	7
Total Respondents	243

(skipped this question) 15

18. Management practices what they preach.



	Response Percent	Response Total
	19.5%	47
	22.4%	54
	27%	65
	27.4%	66
	3.7%	9
Total Respondents		241

(skipped this question) 17

19. My supervisor recognizes and rewards good performance.







	Response Percent	Response Total
	15%	37
	15%	37
	8.1%	20
	46.7%	115
	15.9%	39
Total Respondents		246

(skipped this question) 12

20. I have the resources (e.g., tools, equipment, supplies) I need to do my job effectively.

Response Percent	Response Total
------------------	----------------

Strongly Disagree		11.7%	29
Disagree		26.7%	66
No Opinion		8.9%	22
Agree		42.9%	106
Strongly Agree		10.1%	25
Total Respondents			247
(skipped this question)			11

21. My supervisor sets a positive example for others to follow.

		Response Percent	Response Total
Strongly Disagree		13.4%	33
Disagree		8.9%	22
No Opinion		10.6%	26
Agree		48.8%	120
Strongly Agree		18.7%	46
Total Respondents			246
(skipped this question)			12

22. Any other comments or suggestions regarding the way Hayward PD is managed and supervised?

View	Total Respondents	143
(skipped this question)		115

4. Personal Job Satisfaction

23. I have the authority to correct problems as they occur.






		Response Percent	Response Total
Strongly Disagree		6.5%	16
Disagree		24.9%	61

No Opinion		15.5%	38
Agree		44.1%	108
Strongly Agree		9.8%	24
		Total Respondents	245
		(skipped this question)	13

24. My ideas and opinions count at work.


		Response Percent	Response Total
Strongly Disagree		9.8%	24
Disagree		22%	54
No Opinion		15.4%	38
Agree		44.7%	110
Strongly Agree		8.9%	22
		Total Respondents	246
		(skipped this question)	12

25. I feel a strong sense of loyalty towards my organization.

		Response Percent	Response Total
Strongly Disagree		4.5%	11
Disagree		6.9%	17
No Opinion		7.7%	19
Agree		41.3%	102
Strongly Agree		40.1%	99
		Total Respondents	247
		(skipped this question)	11

26. I am very satisfied with my job.

Response Percent	Response Total
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Strongly Disagree		4.9%	12
Disagree		13.9%	34
No Opinion		9.8%	24
Agree		49.4%	121
Strongly Agree		22.9%	56
		Total Respondents	245
		(skipped this question)	13

27. I am treated fairly by my supervisor.

		Response Percent	Response Total
Strongly Disagree		7.3%	18
Disagree		7.3%	18
No Opinion		9.3%	23
Agree		40.7%	100
Strongly Agree		36.2%	89
		Total Respondents	246
		(skipped this question)	12

28. I would recommend my organization to others as a good place to work.

		Response Percent	Response Total
Strongly Disagree		7.8%	19
Disagree		13.6%	33
No Opinion		15.6%	38
Agree		41.6%	101
Strongly Agree		22.2%	54
		Total Respondents	243
		(skipped this question)	15

29. My work gives me a feeling of personal accomplishment.



30. I am satisfied with the career development opportunities at the HPD.



31. Please add any other comments or suggestions related to personal job satisfaction at the HPD?

[View](#) Total Respondents 126
(skipped this question) 132

5. Summary

32. Please make any other comments or recommendations for the betterment of the Hayward Police Department.

[View](#) Total Respondents 137

(skipped this question) 121

33. I am a _____ member of the HPD.

	Response Percent	Response Total
Sworn	64.2%	149
Civilian	36.2%	84
Total Respondents		232
(skipped this question)		26

34. I am a _____?

	Response Percent	Response Total
Male	70.7%	157
Female	29.3%	65
Total Respondents		222
(skipped this question)		36

35. My current job title with the HPD is

View	Total Respondents	196
(skipped this question)		62

36. I consider my job to be in _____?

	Response Percent	Response Total
Line Level	60.4%	134
Professional Staff	15.3%	34
Supervision	13.1%	29
Management	6.3%	14
Other	8.1%	18
Total Respondents		222

(skipped this question) 36

37. I am currently assigned to the _____ unit.

[View](#) Total Respondents 175

(skipped this question) 83

38. I have been employed by the City of Hayward for _____ years.

[View](#) Total Respondents 199



(skipped this question) 59

39. My Name is:

[View](#) Total Respondents 128

(skipped this question) 130

40. For those of you leaving your name, is okay for me to contact you to discuss any questions I might have about your comments or suggestions?

	Response Percent	Response Total
Yes 	89.1%	123
No 	10.9%	15
Total Respondents		138
(skipped this question)		120

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Appendix IV

Hayward Police Department
Investigations Division
Goal Setting Workshop
2/24/2004

Participants

Jason
Kevin Atkins
Stan Brandon
Alex Cardes
Bob Coffey
James Denholm
Ken Forkus
Mona Hernandez
Mike Hopfe
Bobbie Koller

John Lage
Reid Lindblom
Anne Madrid
Darryl McAllister
Mark Mosier
Ruben Pola
Steve Schwartz
Mark Stuart
Kendell Won

Facilitator: Bob Norman, RGN Consulting

Overview

On 2/24/04 the members of the Hayward Police Department Investigations Division met at California State University, Hayward to participate in a Goal Setting Workshop for the unit. The facilitator had met with each of the attendees individually prior to the session to assist in the development of the agenda. A copy of the final agenda is attached to this report. During the daylong agenda, the group met with the Interim Police Chief to hear his assessment and vision for the unit, established expectations for members of the division, agreed on how employees will be held accountable for meeting the detailed expectations, developed an action plan for the future, and reported the results of their work to the Interim Police Chief. This report summarizes the agreements made during the session.

Expectations

The members were split into 3 groups and each team developed expectations for the sworn ranks represented within the unit. A spokesperson for each group then reported the results of their work to all participants. As the expectations were reported for each rank, it was found that the list of expectations, behaviors and characteristics were similar for each position. Accordingly, the team decided that the basic expectations were the same for all; however, as one advances in rank, the benchmark is raised in each of the areas. The following attributes were identified as important to the division.

Adaptable
 Advocate
 Approachable
 Available
 Cheerleader
 Communicator
 Community Oriented
 Competent
 Consistent
 Decisive
 Disciplinarian
 Energetic/Passion for Job
 Evaluator
 Fair
 Impartial
 Informed
 Knowledgeable

Listener
 Mentor/Coach
 Politically Astute
 Problem Solver
 Professional
 Resource
 Respectful
 Responsible
 Risk Taker
 Role Model
 Selfless
 Self-Motivated
 Sensitive
 Supportive
 Team Player
 Visionary

Accountability

The group discussed the importance of holding employees accountable to the expectations and standards established for the division. Each of the participants agreed to strive to achieve excellence in their work by demonstrating behaviors consistent with the identified expectations. Furthermore, all of the personnel agreed that should any team member fail to uphold these standards, it was the responsibility of each attendee to bring it to the person's attention; this includes all levels, peer-to-peer, supervisor to subordinate, subordinate to supervisor. For purposes of illustration, the group discussed various ways and techniques for handling such situations in the future.

Action Plan

The group identified several areas and issues as critical to the success of the division. The priority areas were training, technology, communications, case management, and enhancing current crime analysis capabilities and crime scene investigation operations. Based upon considerable discussion, the participants developed the following action plan:

Action Plan

What	Who	When
1. Identify minimum and desired training requirements for each assignment within the Division. Additionally, list the acceptable course offerings to satisfy the above requirements.	Reid L., Kendell W., Mark M.	5/1/2004
2. Form a working group to prepare and submit recommendations to the Division Captain on getting full-time supervision of the Crime Scene Unit & Evidence Processing Center. This group will also make recommendations for what needs to be done to enhance the crime analysis and crime scene investigation efforts. Additionally, develop a plan for the full implementation of the Cogent fingerprint identification system.	Mark M., Bobbie K, Bob C., Mark S.	8/1/2004
3. Research implementing a fully functional Case Management system into the Division. Such a system should at a minimum include Solvability Factors, Case Assignment, Tracking, and Clearance data. The work group will identify software currently owned by the city and other systems in use by other police agencies.	Reid L., Bobbie K., Ruben P., Mike H.	6/1/2004
4. While the above study is being conducted, the unit agreed to bring the present Excel spread sheet tracking system current.	All	4/1/2004
5. A plan to reduce/eliminate the number of backlogged reports being held by inspectors and detectives will be developed and submitted to the Division Captain.	Mike H, Mark M	4/1/2004
6. A plan recommending strategies for improving the level and quality of communications the division has with other department units will be developed and submitted to the Captain for review. Possibly include LoJack, ETF training.	Jason, Mona H., Stan B., Jim D.	4/1/2004

7. A policy outlying the criteria and process to be used by patrol in assigning cases to the division will be developed and distributed	John L., Bobbie K., Reid L., Darryl M	5/1/2004
8. Assess the functionality of the current system used to record suspect interviews, and recommend a plan for improvement.	Anne M. Alex C, Kendell W.	6/1/2004
9. Prepare and submit a report detailing the results of the workshop to Chief Dwyer and A/Capt. McAllister for their review and distribution.	Bob N.	3/1/2004

**Hayward PD
Investigations Division
Goal Setting Workshop
February 24, 2004**

AGENDA

0800-0830	Introductions and Agenda Review
0830-0900	Chief Dwyer – Vision for Division
0900-1100	Role Definitions/Expectations
1100-1200	Accountability
1200-1300	Lunch
1300-1400	Review Issues from Survey/Interviews
1400-1600	Issue Resolution/Goal Setting
1600-1630	Team Report to Chief of Police